Rwandan Forest Landscape Restoration Opportunity Assessment: Tracing the Influence

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1. Executive summary

This report presents a study and account of the adoption of the Forest Landscape Restoration (FLR) Opportunity Assessment for Rwanda (ROAM) and recommendations by the Government of Rwanda (GoR) in partnership with the International Union for Conservation of Nature (IUCN) and the World Resources Institute (WRI). It has been prepared for IUCN on behalf of the United Kingdom Department for International Development (DFID) KNOWFOR programme using an episode study approach.

Influence of the Rwanda ROAM assessment

In 2015 the ROAM assessment was formally launched by the GoR who have committed to implementing all five of the reports recommendations to improve FLR coordination, seed supply, demand for the economic benefits of FLR, prioritisation of FLR projects and financing for FLR. With a strong commitment to FLR among senior elected officials and agency representatives the ROAM report recommendations have been adopted in full or are in the process of being adopted by the GoR. As a framework for informing national FLR decisions however the influence of the ROAM report does not extend beyond recommending actions for implementation.

Significance of the Rwanda ROAM assessment

The development and adoption of the ROAM report recommendations by the GoR in partnership with IUCN and WRI is significant because the assessment provides a roadmap for the GoR to deliver on its international commitment to FLR in the Bonn commitment of bringing 2 million hectares of land under forest landscape restoration as well as its domestic Vision 2020 and the Economic Development and Poverty Reduction Strategy

2. Context for the Rwanda ROAM Assessment

A timeline setting out the events leading up to the ROAM assessment is provided in Figure One and Attachment One.

2.1. Background: forests in Rwanda

Forests perform key ecosystem services, such as cleaning water, reducing soil erosion, providing habitat for wildlife and sequestering carbon. These services, along with the wood and food provided by trees underpin the economic livelihoods of rural communities dependent on subsistence agriculture for its livelihoods, with an estimated 90% of the population practicing subsistence agriculture (GoR, 2004). Rwanda's approach to forestry has been (National Forestry Policy 2010, 7).

Under both the Belgian and early Rwandan administrations, regulations for the sustainable management of forests were minimal and enforcement of forest regulations was irregular. This, along with population growth and economic development, led to widespread deforestation (FAO 2002, 82-3). Rapid growth has placed pressure on remaining forests. Between 2002 and 2012, the population increased from 8.1 to 10.5 million with more than 40% of the population living below the national poverty line. In turn, population density has increased from 321 to 426 persons per square kilometer in the same time period the highest in Africa (EDPRS 2012, 6).

In the 1970s significant efforts were taken to reverse the historical loss and degradation of forests in Rwanda The ´Umuganda´ communal forestry program was launched in 1975. Along with the introduction of National Arbor Day in 1976 (held on the last Saturday in Octoberor November), these interventions mobilized local communities in intensive replanting efforts. As a result, planted forest areas increased from 25,500 hectares in 1975 to 247,500 hectares in 1989 (FAO 2002, 83).

Policies were also put in place to protect existing forests, such as a 1984 action plan to conserve

P D Q D J H 5 Z D Q G D · V I R U H V W Z National Forestry Policy in 2004 is situated on the Timeline (Figure 1) as a significant event prior to ROAM.

The National Forestry Policy outlined a number of key principles that would govern forestry management, including:

- All forest resources should be managed sustainably
- Stakeholder involvement in decision-making
- Promotion of agroforestry on agricultural land
- Protection of endangered species.

These principles underpinned a nation-wide reforestation and afforestation program, along with the dissemination of strategies for the sustainable exploitation of non-timber products. In recognition of its progressive aims and ambitious scope, the policy was awarded Future Policy Award in 2011 by the World Future Council as an example of best-practice forestry policy.

In 2010 the National Forestry Policy was updated to reemphasize the key principles of the 2004 3 R O L F \ Z L W K D V W U R Q J H U I R F X V R Q ´ X Q G H U W D N L Q J and D I I R U H V W W K H F R X Q W U L H V I R U H V W F R Y H U µ X Q G H U W K H S Significantly W H J \ I R U S the 2010 Policy included a 30% national forest cover target.

2.3. Economic Development and Poverty Reduction Str.4 etegy (EDPRS)

In 2008 the Rwandan government reinforced its commitment to sustainable forest management through the Economic Development and Poverty Reduction Str.4 etegy (EDPRS) 2008 to 2012 V H W W L Q J W K H W D U J H W R I R I 5 Z D Q G D · V O D Q G E H L Q J I R U H V V iterated and committed to in the release of the second iteration of the EDPRS document in 2013. The 30% target set out in the EDPRS is identified both at 2008 and 2013 in the Timeline in Figure 1.

2.4. Vision 2020

Vision 2020 is a policy framework released by the GoR in the year 2000 by President Paul

These early lessons from Ghana were learned through practical application by the IUCN and RW WHDP ZKR ´OHDUQHG E\ GRLQJ µ UDWKHU WKDQ ´FRQFHSWXDOL ODERUDWRU\µ 7KHUH ZDV D ´YHU\ VWURQJ IRFXV RQ WKH SURFHVV RI OHDU leader.

> We would go in, we would do work, but then we would reflect what was working well, where we were missing the point. Also looking at what we were trying to achieve overall, adjust, adopt and then from that move into the next thing.

A key lesson to emerge from the Ghana study was the need to undertake an institutional analysis clearly identifying relevant organisations, individuals and networks. Moreover, Ghana reinforced WKH QHHG WR LGHQWLI\ LQIOXHQWLDO ´NQRZOHGJH XSWDNH S WKH QHHGV RI WKH ´HQG XVHUV RI ROAM outputs, taking into account their application. Moreover, it became important to engage the boundary partners in the planning to ensure that they knew that ROAM outputs would assist their decision making. Similarly, another key early lesson from Ghana applied to Rwanda was to include a strong economic component, which would inform a cost abatement analysis of potential carbon sequestration benefits.

These lessons and experience all contributed to the formalisation of the ROAM approach prior t WKH 5ZDQGD VWXG\ ZKLFK ZRXOG IXUWKHU ´FU\VWDOOLVHµ W the ROAM guidebook in 2014. These early lessons on the ROAM approach from Ghana were then refined and further developed in application of the methodology in Rwanda between 2012 and 2014.

A timeline of events leading up to the Rwanda ROAM Assessment is provided in Figure 1 and Attachment One.

Limitations of ROAM

The ROAM approach provided the GoR and partners with an output (the ROAM assessment) to guide decision-making. ROAM does not actually provide a plan for undertaking FLR but rather a conceptual framework for making decisions on FLR at a national scale. The ultimate responsibility for adopting and implementing recommendations lies not with the ROAM team and partners but the users and audience for the report. The direct influence of ROAM is limited in that it can only at best inform decisions made on FLR. Any subsequent use and adoption of ROAM recommendations will therefore be influenced by factors beyond the control of ROAM such as the political, economic and institutional climate.

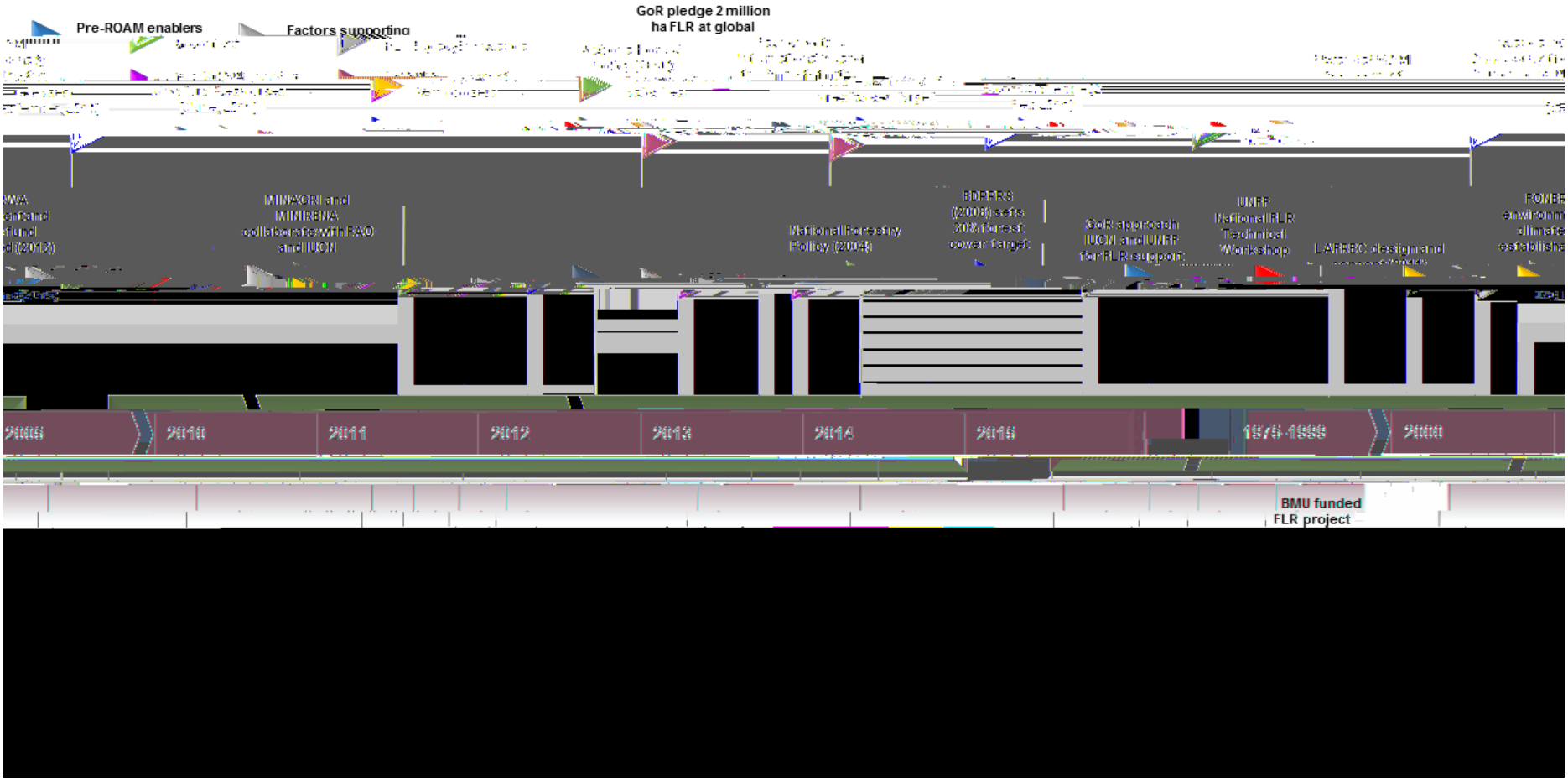

Figure 1. Timeline of events preceding and following the ROAM assessment

3. An episode study of ROAM in Rwanda

Published in September 2014, the Forest Landscape Restoration Opportunity Assessment for Rwanda report

1. Improved coordination among government agencies through such mechanisms as the Joint Sector Working Group
2. Improved delivery of high quality planting stock, such as reconsidering the import controls on quality certified seeds
3. Increasing demand for FLR products through raising awareness among landholders and administrative officials of the economic benefits of FLR
4. Prioritising FLR projects within selected landscapes that possess a significant potential for a landscape approach to restoration, such as the Gishwati-Mukura corridor
5. Ensuring that there is adequate financing of these recommendations, particularly through making the business case for restoration and addressing the main barriers to investment such as enhancing operational and financial management expertise.

These recommendations have all been adopted in full, in part or are in the process of being adopted by the Rwandan government. More detail on the implementation of these recommendations is outlined below.

Tree Seed Centre

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Improved delivery of high quality planting stock at the National Tree Seed Centre was a key recommendation of the ROAM report. Access to high quality tree seeds is recognised as a pre condition for effective FLR and agroforestry. In early 2015 it was recommended by the GoR that the responsibility for the Tree Seed Centre be moved from of the Ministry of Agriculture to the Ministry of Natural Resources. This move

Towards the common goal of agroforestry, MINAGRI and MINIRENA have held a joint workshop with IUCN and FAO to coordinate Forest Landscape Restoration and Sustainable Food and Agriculture programmes

> These two Ministries [MINIRENA and MINAGRI] are starting to talk together and say, look, this is not a discussion about uses of individual pieces of land

ambitious target of 2 million hectares is met. The BMU funded project noted above is explicitly considering options for sustainably financing FLR in the Eastern Province with the intention to upscale nationally and regionally.

In 2013 the GoR established the National Climate and Environment Fund (FONERWA) to support financing for environmental projects. This fund is now the primary financing mechanism for environmental and climate change projects in Rwanda

underpinned the need for a country-wide landscape approach to meet the needV RI ´ERUGHU WR ERUGHUµ IRUHVW UHVWRUDWLRQ

3.3. 7KH UROH RI ¶FKDPSLRQV·

A critical and arguably the most important factor in gaining support for ROAM and FLR in Rwanda ZDV WKH UROH RI ´FKDPSLRQVµ LQ WKH *R5 ZKR SURYLGHG WK and institutional linkages necessary for the assessment firstly to take place, and secondly to be adopted by the Government. At a Ministerial level Stanislas Kamanzi provided the overall leadership for ROAM in Rwanda, particularly in advocating and gaining support for FLR within the

4. Conclusion

In 2011, at the beginning of the Year of the Forest, the Rwandan Government made an ambitious commitment to bring a total of 2 million hectares of forest under restoration by 2020. Following the commitment, IUCN and WRI began a national ROAM assessment in close partnership witiona

Time	Event
2014	x RNRA and IUCN generate a comprehensive stocktake of FLR projects in Rwanda
2015	x Rwanda ROAM Assessment launched by the Minister of Natural Resources (June)
2015 – 2018	x BMU funded Piloting Multiple-Benefit Packages through forest/landscape restoration and REDD+ in Rwanda for scaling up in Africa project begins implementation by GoR and IUCN
2015	x MINAGRI and MINIRENA collaborate with FAO and IUCN on a joint workshop to coordinate Forest Landscape Restoration and Sustainable Food and Agriculture programmes

Attachment Two: Episode Study methodology

The methodology for this episode study is described in detail below. This study has taken an adapted, PRGLILHG YHUVLRQ RI WKH ¶HSLVRGH VWXG\· DSSURDFK Development Institute (ODI).

Scope

The scope of this study comprises:

- the adoption of the ROAM assessment recommendations by the Rwandan government,
- the processes of developing this report.

It will also consider the policy decisions that have occurred as a result of the ROAM. It will not consider the actual implementation of the actions recommended or arising from the ROAM assessment. The context of the ROAM assessment will be considered however it will not be examined exhaustively, focusing rather on the key events and factors that preceded the assessment.

Purpose

The purpose of this episode study is to document and share learnings; provide accountability to donors and to build on the knowledge base for the ROAM process and its effect on FLR. More specifically, this episode study has been conducted to:

- Document and share learnings of how the Rwanda report, recommendations and suggested actions came to be adopted. Considering the role of collaborative research efforts between WRI and IUCN were in this process, this study will seek to build on success internally, inform ongoing and future FLR processes and to maximise potential success/uptake of future FLR processes and to provide WRI and IUCN's FLR program/approach to donors and interested FLR ready countries and implementing partners
- Meet accountability requirements and commitments made by IUCN during the current KNOWFOR phase 1 funding cycle
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Table 2: Audience information needs

Audience group	Anticipated use
DFID and KNOWFOR partners	x To understand the enabling and constraining factors for knowledge uptake using the ROAM methodology as a case study

process) Different perspectives on the ROAM process were sought via a series of interviews with the Rwanda ROAM team

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Attachment Three Interview guide

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$ V S D U W R I W K L V V X S S R U W Z H D U H F R Q G X F W L Q J D S ¶ (S L V R G H Landscape Restoration Opportunity Assessment for Rwanda W K H ¶ D V V H V V P H Q W · S U R G X Rwandan Government in partnership with IUCN and WRI in 2014. The purpose of this study is to understand the events that lead up to the development of this assessment and the role that different actors played in bringing it about. The overarching objective is to identify lessons from W K H V X F F H V V I X O G H Y H O R S P H Q W D Q G X S W D N H R I W K H D V V H V V

Attachment Four: References

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